



Department of Defense Non-Lethal Weapons Policy

**Mr. Charles Swett
Office of the Secretary of Defense
OASD(SO/LIC) Policy Planning**



U.S. Policy

“I will...direct the Office of the Secretary of Defense to accelerate efforts to field non-chemical, non-lethal alternatives to Riot Control Agents for use in situations where combatants and noncombatants are intermingled.”

President Clinton

June 23, 1994

**Letter to the Senate transmitting the
Chemical Weapons Convention for
ratification**



Requirements For Non-Lethal Weapons, I

"We've got to find ways of taking people out without killing them and causing damage -- something that can do more than a Riot Control Agent. I'm talking about the whole American peacekeeping mission (needing such harmless but effective agents). We're looking at things that can be used on crowds of people."

**General Wayne Downing
CINC USSOCOM**

"...Employ a range of capabilities more suitable to actions at the lower end of the full range of military operations which allow achievement of military objectives with minimum casualties and collateral damage."

**Admiral W. A. Owens
Vice Chairman, JCS (former)**

(DoD) will be called upon increasingly ... to think through the *policies* and programs needed to give us the option of offensive action to deter, *disable*, or *disarm*, or pre-empt would-be WMD users... we should aggressively pursue the means to pre-empt or *disable* such weapons and associated support infrastructure using "non-lethal weapons."

USD (P) (former)



Requirements For Non-Lethal Weapons, II

“...Military Police operations, particularly military operations other than war (OOTW), combined with restrained rules of engagement, lead themselves to scenarios where non-lethal technologies would be preferred...”

U.S. Army Military Police School

“...USACOM requirements for non-lethal systems fall into three general categories:

- a. Immediate NLS in support of ongoing operations in the Caribbean**
- b. NLS to support ongoing counterdrug operations executed by USACOM subordinates and components**
- c. NLS to support the full spectrum of other ongoing, future, and potential USACOM missions ranging from general war, through Special Operations/Low-Intensity Conflict, to providing DoD support to law enforcement agencies in mitigating/terminating civil unrest/disobedience...”**

**Capt. R. L. Wright, USN
Director, Program Planning and Assessment
U.S. Atlantic Command**



Requirements For Non-Lethal Weapons, III

- **J-3: Need certain classes of non-lethal weapons**
- **EUCOM:**
 - **Need non-lethal weapons to support operations across spectrum of conflict**
 - **Especially interested in use against WMD targets**
- **SOUTHCOM:**
 - **Holding aircraft on the ground**
 - **Forcing aircraft to land**
 - **Neutralization of hostiles intermingled with non-combatants**
 - **Crowd control**



Requirements for Non-Lethal Weapons, IV

“U.S. forces are increasingly being tasked to support peace operations, humanitarian assistance and operations other than war where traditional riot control and security measures are inappropriate. Recent USACOM operations in Haiti and Guantanamo Bay demonstrated the need for non-lethal weapons.”

**General John Sheehan
CINC USACOM**

“Non-lethal technologies afford commanders expanded crisis and contingency response options beyond the use of traditional lethal weapons. These technologies will be even more useful and important in the future.”

**General J. H. Binford Peay III
CINC USCENTCOM**

“We need to provide our soldiers an alternative to deadly force... Non-lethal weapons provide this alternative while retaining the capability to protect our soldiers and non-combatants in complex and potentially volatile situations.”

**General Dennis Reimer
CoS USA**



Requirements for Non-Lethal Weapons, V

“Our experience in Somalia with nonlethal weapons offered ample testimony to the tremendous flexibility they offer to warriors on the field of battle.

Their use better enables us to respond proportionately and with greater flexibility to the wide range of threats we can expect to face today and in the future.”

**General Charles Krulak
Commandant
United States Marine Corps**



Bureaucratic History

- **Considerable attention by OSD in 1990-1991**
 - **Non-lethal Weapons Task Force**
 - **Recommended aggressive development and fielding**
 - **USD (P) Wolfowitz suggested to SecDef that non-lethal weapons be pursued**
 - **USD (A) Yockey disagreed and effort was discontinued**
- **Current administration**
 - **Dr. Deutch meeting with Council on Foreign Relations**
 - **Non-lethal Weapons Steering Committee established**
 - **Develop acquisition plan**
 - **“Call for ideas” for non-lethal weapons concepts issued by OUSD (A&T)**
 - **Request OUSD (P) to develop DoD-level policy for non-lethal weapons**
- **Controversy over Riot Control Agents in Chemical Weapons Convention**
 - **President Clinton to direct OSD to pursue non-chemical Riot Control Agents**
- **Defense Science Board summer study of Military Operations in Built-up Areas**
 - **Endorsed need for non-lethal weapons**



Growing Need for A Non-Lethal Weapons Policy

- **Strategic value**
 - Expand set of options available to policymakers and commanders for operations short of war
 - Force multiplier in war
 - Reduce costs of conflict across the spectrum
 - Strengthen deterrence by reinforcing flexible response capabilities
 - Leverage U.S. lead in advanced technology
- **Widespread interest**
 - White house
 - Congress
 - Military
 - Private institutions
 - Media
 - U.S. allies
- **Acquisition decisions -- guidance needed on what systems to acquire**
- **Political sensitivity**



Example Non-Lethal Policy Issues

- **How prominent a role should non-lethal weapons play in our Defense posture:**
 - **High profile, to maximize deterrence, or**
 - **Low key, so as not to encourage development/proliferation of countermeasures?**
- **What kinds of non-lethal weapons should DoD acquire and what kinds should we not acquire?**
- **In what circumstances should/can non-lethal weapons be used?**
- **Do non-lethal weapons using hallucinogens or other psychotropic substances qualify as Toxic Chemicals or Riot Control Agents under the CWC?**
- **Should anti-personnel lasers be banned?**
- **How should various new non-lethal weapons concepts be classified?**



Definitions from Chemical Weapons Convention

- **Toxic Chemical**

Any chemical which through its chemical action on life processes can cause death, temporary incapacitation or permanent harm to humans or animals.

- **Riot Control Agent**

Any chemical not listed in a Schedule, which can produce rapidly in humans sensory irritation or disabling physical effects which disappear within a short time following termination of exposure.



Policy Development Approach

- **Analysis of national security policy implications of non-lethal weapons (Jaycor)**
- **Three-phase review process for draft non-lethal weapons policy**
 - **Informal in-house review by small number of offices in OSD and the Services**
 - **Widespread review by entire community**
 - **Get everyone thinking about the issues**
 - **Ascertain reactions**
 - **Prepare concerned organizations to receive policy**
 - **Identify gaps/inaccuracies in draft policy**
 - **Facilitate formal coordination**
 - **Formal coordination**
 - **Approval: DoD Directive 3000.3, "Policy for Non-Lethal Weapons," John P. White, Deputy Secretary of Defense, July 9, 1996**



Non-Lethal Weapons Policy

Definition

Non-lethal Weapons are weapons that are explicitly designed and primarily employed so as to incapacitate personnel or materiel, while minimizing fatalities, permanent injury to personnel, and undesired damage to property and the environment.

Unlike conventional lethal weapons which destroy their targets principally through blast, penetration and fragmentation, Non-Lethal Weapons employ means other than catastrophic physical destruction to prevent the target from functioning.

Non-Lethal Weapons have one, or both, of the following characteristics:

- They have relatively reversible effects on personnel or materiel**
- They affect objects differently within their area of influence**



Non-Lethal Weapons Policy

General Principles

- **Non-Lethal Weapons, doctrine, and concepts of operation shall be designed to reinforce deterrence and expand the range of options available to commanders**
- **Non-Lethal Weapons should enhance the capability of U.S. forces to accomplish the following objectives:**
 - **Discourage, delay, or prevent hostile actions**
 - **Limit escalation**
 - **Take military action in situations where use of lethal force is not the preferred option**
 - **Better protect our forces**
 - **Temporarily disable equipment, facilities, and personnel**

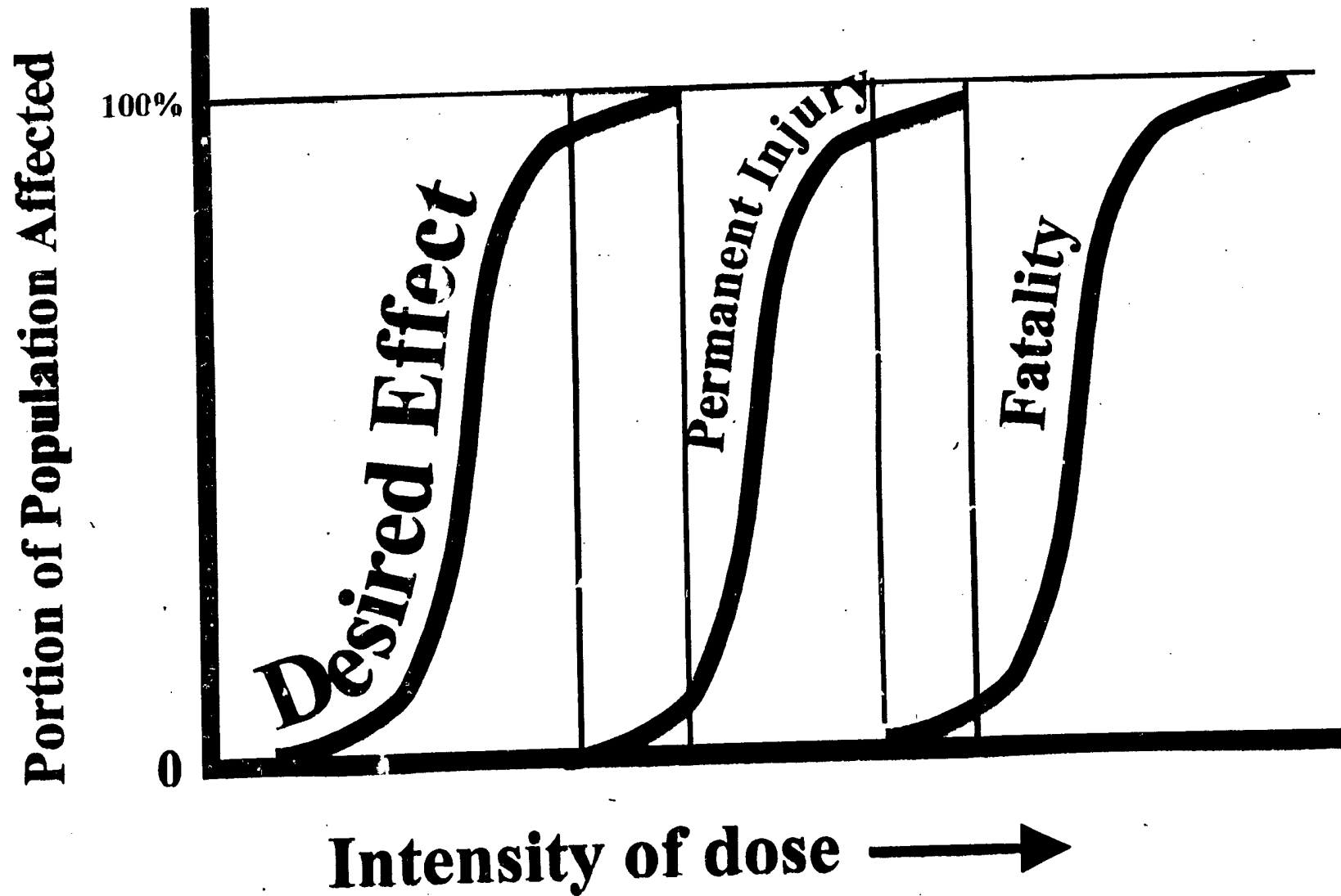


Draft Non-Lethal Weapons Policy

General Principles (Continued)

Non-Lethal Weapons must achieve an appropriate balance between the competing goals of having a low probability of causing death, permanent injury, and collateral material damage, and a high probability of having the desired anti-personnel or anti-materiel effects.

Anti-Personnel Effects of Non-Lethal Weapons





Non-Lethal Weapons Policy

General Principles (concluded)

- **Non-Lethal Weapons will not be required to have a zero probability of producing fatalities or permanent injuries**
- **Availability of Non-Lethal Weapons will not limit a commander's authority and obligation to use all necessary means and take all appropriate action in self-defense**
- **No obligation for their employment; U.S. retains the option for immediate use of lethal weapons where appropriate**



Potential Criticisms of Non-Lethal Weapons

From the left

- Make war more likely by reducing its destructive consequences
- Violate international treaties
- Damage the environment
- Are unethical and inhumane
- Cost too much and/or don't work
- Part of a military-industrial conspiracy to preserve influence in the post-Cold war world

From the right

- Show lack of resolve
- Encourage micromanagement of the military by politicians
- Weaken the effectiveness of U.S. military forces
- Put the lives of U.S. soldiers at risk
- Do not produce the physical effects necessary to punish aggressors